

AND
INDIANA STATE CONFERENCE ON SOCIAL WORK

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HISTORICAL SKETCHES

of

PUBLIC WELFARE IN INDIANA

and

**INDIANA STATE CONFERENCE
ON SOCIAL WORK**




By


JOHN A. BROWN

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FORWARD



These sketches, with some others, were undertaken as a project following retirement after a long period of service in public social work in Indiana. They are outlines of how public social work began and developed and may serve as a basis of study for those who desire to pursue the subject further.

The resource material consisted almost entirely of the acts of federal, territorial and state legislative bodies; the reports of the Board of State Charities; the reports of the meetings of the Indiana State Conference of Social work; the early records accumulated by the Board of State Charities preserved in the Library of the State Department of Public Welfare; and notes and recollections of interviews with many persons who had been active in public welfare in the period of 1890 to 1910 when great strides in public social service were made.

Grateful acknowledgement is extended to the State Department of Public Welfare for use of its library facilities and to the staff for suggestions and editorial assistance.

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These minutes will have effect from the date of the meeting at which they were adopted. A copy of these minutes is being sent to the Secretary of the Board of Directors for their consideration. It is also being sent to the Secretary of the Board of Directors for their consideration. It is also being sent to the Secretary of the Board of Directors for their consideration.

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INDIANA PUBLIC WELFARE

Historical Background

The Ordinance of 1787 created the Northwest Territory, a vast wilderness of forest and plains extending from Pennsylvania to the Mississippi River and from the Ohio River to the Canadian Border. Except for widely scattered fur trading posts in the north and a limited number of small white settlements along the Ohio River and its tributaries, it was occupied by hostile Indians. The white population in the territory in 1787 numbered about 5600. By 1800 it had increased to 50,000, most of whom had settled in Ohio, which became a separate territory at that time. In that year, William Henry Harrison became Governor and the seat of government was moved to Vincennes. The population increased more rapidly after 1800, and Michigan became a separate territory in 1805 and Illinois in 1809. In 1815, the population of the Indiana Territory was 63,897, and the following year it became a state.

The form of government for the Northwest Territory was set forth in the Ordinance of 1787. Congress was to appoint a governor, a secretary, and a court of three judges, and their duties were defined. The Governor and Judges were authorized "to adopt and publish in the district, such laws of the original States, criminal and civil, as may be necessary."

The legislative duties were to continue until there were five thousand free male inhabitants of full age in the district, when a General Assembly was to be formed. It was to consist of one representative for every five hundred free male inhabitants. The legislature was to consist of the governor, a legislative council of five members and the elected house representatives. The council of five were to be appointed by Congress from a list of ten persons nominated by the representatives.

Articles of Compact were included in the Ordinance and provided for religious and civil liberty, which insured freedom in mode of worship or religious sentiment and legal benefits in the course of common law. "Schools and means of education shall be forever encouraged."

Slavery and involuntary servitude were forbidden.

PUBLIC WELFARE

Outdoor Relief

In the early years of the territory, there was little need for organized assistance. The population was sparse and cases of distress were few and were met by private aid and neighborly assistance. Following the organization of the territory by the Ordinance of 1787, a migration to this section began. As many as 20,000 settlers came down the Ohio River in one year. The population of settlements already established increased and new communities were organized. With this growth of population came problems of political organization and the care of distressed persons.

In 1790, the territorial legislature authorized the organization of counties and a division of them into townships. The law designated officers for the administration of these units of government. It provided for overseers of the poor. This was the first recognition of public responsibility for an assistance program. The overseers were required to make investigations and inform the court of cases of distress. The Justices

were authorized to take legal means to provide assistance. Apparently the office of overseer was one not sought after, for one of the early laws provided that any citizen refusing to assume the office on appointment was required to pay twelve dollars, which was deposited in the fund for the relief of the poor.

The poor laws were frequently revised and amended. In 1795, the overseers were granted authority by legislative act to raise funds by taxation to relieve unfortunate and distressed persons. This law showed the influence of the English Poor Laws of 1601. Two distinct social purposes were contained in the early statutes: (1) That it was the responsibility of the community to relieve poor persons; (2) An intent to deter dependency. They recognized that it was the responsibility of the government to care for its unfortunate dependents; they restricted the aid to those who had legal settlement; they denied aid where a member of the family could be held legally responsible and able to render necessary aid; they provided different types of aid for those who were able to work and those who could not work, and for dependent children.

The matter of legal settlement was a considerable problem. Some of the settlers were "soldiers of fortune" with little or no funds. The law required persons coming into a community to have a statement of place of settlement. Residents harboring unsettled persons without reporting them to proper officials were subject to fines. It was legal for an overseer to remove unsettled persons to place of legal settlement.

In 1799, overseers of the poor were authorized to farm out poor persons to the lowest bidders who were entitled to employ them at moderate labor. Overseers were required to make reports to the county commissioners who were authorized to levy a tax to support any person so hired out. They were responsible for supervision of such poor to see that they were properly treated.

Work relief was the plan provided for persons able to work. They were to be set to work in houses provided with "a stock of hemp, flax thread, other ware and stuff." The aged, blind, crippled unable to work were kept in homes. The overseers were authorized to contract with persons for house or lodging for keeping, maintaining or employing the poor.

"Provisions for gifts, grants, devises and bequests not exceeding sum of or value of \$1200 to the poor shall be good and available in law."

In 1807, a poor relief of general procedure was enacted. It provided for appointment of two overseers of the poor by the Court of Common Pleas and set forth their duties in twentyfive directives, most of which were a repetition of the content in previous laws. The act could be considered as a codification of poor relief laws.

In the early laws for the administration of poor relief, there were several interesting provisions. Overseers were authorized to pay an annual allowance to "paupers of mature years and sound mind and who from general character could profit thereby," the allowance to be equal to charge of maintenance.

Where the breadwinner deserted his family, the overseer could possess his chattels, dispose of them and use the funds to support the family.

A law specified the relatives who could be held responsible for the support of a poor person. "Father, mother, grandfather, grandmother could be held responsible for care of children and children of every poor blind, lame, impotent or other poor person unable to work if of sufficient

ability shall relieve and support on pain of forfeiture of five dollars per month."

The courts in the early period had much responsibility in the administration of relief. In 1852, the relief laws were recodified, retaining in general the features of the territorial acts. The township trustees became ex-officio overseers of the poor. Boards of county commissioners were given certain responsibilities in providing funds for the management of poor asylums, hearing of appeals in cases where overseers refused aid to poor persons and granting aid to special classes of poor persons.

Few changes in the poor laws occurred from 1852 until 1895, which marked the beginning of state supervision. In the years immediately preceding, there was evidence that relief costs were mounting. On the recommendation of the Board of State Charities, the legislature enacted a law requiring overseers of the poor to report to county commissioners and to the Board of State Charities all expenditures and certain other facts concerning persons aided. The statistics compiled by the board were revealing and caused a sensation. They indicated that one out of every eight residents of the State was receiving public assistance.

In 1897, the legislature made a radical change in source of funds for relief. For almost 100 years the counties had supplied the funds. The new law required the township trustee to reimburse the county treasury for funds extended for relief in his township. Under this law the overseer of the poor could render all necessary aid from county funds and tax his township in sufficient amount to reimburse the county.

The poor law was rewritten in 1901. A group representing both public and private social agencies rewrote the law to include the principles and practices of administering relief. It was enacted into law by the legislature. Later amendments provided for the employment of investigators. With few later amendments, it is in force today. The township trustee is required to investigate the cases of persons to whom he gave assistance and is permitted to appoint investigators for this work on the basis of the population of his township. These investigators are generally political employees who have had neither experience nor training in social work. The township trustee is an elected official whose term of office is for four years, and he can be re-elected only for a second term.

Indoor Relief (Institution)

Indiana became a state in 1816. The constitution adopted at that time was taken in entirety as regards to substance and phraseology from the Ohio constitution of 1802 and the constitution of Kentucky of 1799, with three exceptions. One was the provision for amendment, two other provisions relating to social welfare.

Article IX provided, "It shall be the duty of the General Assembly, as soon as circumstances will permit, to form a penal code, founded upon the principles of reformation and not vindictive justice; and also to provide one or more farms to be an asylum for those persons who, by reason of age, infirmity, or other misfortunes, may have a claim upon the aid and beneficence of society; on such principles, that such persons may therein find employment, and every reasonable comfort, and lose by their usefulness, the degrading sense of dependence." These two provisions are original with Indiana and were, no doubt, the outgrowth of vindictive

justice dealt to offenders of the law and the abuses growing out of farming out of the poor in territorial days.

The first attempt to carry out the provision for the care of poor in asylums was in 1821 in Knox County. The success of the institution was questioned. In 1828, the law creating it was repealed and the county returned to the farming-out system. Three years later, a legislative act authorized the county commissioners of all counties to establish asylums and eventually such an institution existed in each county. The early institutions were crude, inadequate buildings. The general management was vested in the county commissioners who employed the superintendents. Most of the asylums were run on the contract system, by which the superintendent paid the county for the rent of the farm and was paid a per diem for the support of the inmates.

The early poor asylums have been variously described as "social graveyards," "the indiscriminate gathering places of the wrecks and failures of humanity" and the "catch-all of a heterogeneity of the poor." They were all but a forgotten lot. Aged, worn out by a life of toil; mentally ill and defectives; victims of misspent lives; physically handicapped and chronically ill; unmarried mothers with babies; and dependent children. Men and women herded together with little consideration of their real needs, physical, mental, moral and spiritual. It was only as the public conscience was awakened that the state developed a program for various classes needing special care and treatment. The first groups to be removed from poor asylums were the deaf in 1844, and the blind in 1847. Schools for each were established in the State Capital. A joint resolution by the legislature in 1841 urged the governor to inquire into plans of other States for the care of the insane. A legislative act of 1845 authorized plans for the establishment of the Indiana Lunatic Asylum. The following year, the name was changed to Hospital for the Insane, indicating an awareness of the need of treatment for the mentally ill. It is said that Indiana was the first state to apply the term "hospital" to an institution for the care and treatment of the insane.

In 1846, Dorthea Dix, philanthropist interested in the welfare of the insane, visited Indiana. She toured the state inspecting the county jails and poor asylums. Her notes of these visits were published by the Indiana State Journal, Indianapolis. Her reports pointed out the inadequacies of buildings and equipment and of the care of the insane. Many buildings were crude and equipment was meager. Minimum standards of care were lacking. The management was in the hands of untrained superintendents under a contract system by which the superintendent rented the county farm and was paid a per diem for the support of the inmates. The publicity of Miss Dix's reports aroused public interest in social affairs and as greater need arose for expansion of poor asylums, better buildings were erected. Little progress was made in the management of poor asylums until the later years of the nineteenth century.

In 1867, the Society of Friends (Quakers) became interested in welfare problems. The yearly meeting of that body appointed a committee, made studies of social conditions relating to the care and treatment of the poor, offenders and juveniles. They visited institutions, and their reports were brought to the attention of local officials and the governor of the State. They were instrumental in securing reforms in treatment of offenders, the correction of abuses in state and county institutions, and state supervision of charities and correction in the state.

Reforms in poor asylum administration began in earnest with state and county supervision in 1899. In that year, the legislature created the Board of State Charities and county Board of Charities. These boards had no administrative authority. Their influence and accomplishments came largely through publicity. Reports of their visits to institutions were made to local officials. They were often printed by the community newspaper and created public interest, resulting in improvement of buildings and administration.

Provision for institutional care of special groups needing care was made from time to time. In 1867, an act provided for the maintenance of sick and disabled soldiers and seamen, their widows and orphans at Knights-town. After a fire in 1871, the soldiers were removed to the National Military Home at Dayton, Ohio, and the orphans were left in full possession and later reorganized as the Indiana Soldiers and Sailors Orphans Home.

In 1879, the legislature first provided for the care of feeble-minded. The first buildings were erected on grounds across the highway, opposite the Soldiers and Sailors Orphans Home. A separate institution for the feeble-minded was later opened at Fort Wayne, and the first one was discontinued. A second State School for this group was opened in 1920 in Muscatatuck Colony near Butlerville.

From 1884 to 1890, three new hospitals were opened at Evansville, Logansport and Richmond respectively. In 1951, another hospital was opened at Westville.

The care of epileptics was authorized by legislative act in 1905 and opened the following year on a 1245 acre tract just north of Newcastle.

State provision was made for disabled or destitute soldiers, sailors and marines and their wives or the destitute widows of veterans in the Soldiers Home established near Lafayette in 1895.

A program for public hospitals for the physically ill was begun in 1907. The General Assembly in that year authorized the establishment of a hospital for the treatment of incipient tuberculosis and such hospital was opened in 1911, near Rockville. In 1940, a second hospital was constructed at New Albany.

At the same time, counties were authorized to establish hospitals for tuberculosis patients and general hospitals for the physically ill. Several counties have established both types of institutions.

The State also entered the field of general hospitals. In 1911, the General Assembly enacted a law for the establishment and maintenance of a hospital in connection with the Indiana University School of Medicine in Indianapolis. It provided for accepting donations and for the sale, control and management of real estate. Through the generosity of private individuals in the case of the Robert W. Long and William H. Coleman Hospitals and the contributions of the people throughout the State in the case of the James Whitcomb Riley Hospital, facilities for the care and treatment of the sick poor were enhanced.

In 1949, a mental hospital, the LaRue Carter, for the diagnosis, care and treatment of mental illness was added to the Medical Center by the State. These hospitals serve the entire State, receiving indigent, part pay, and pay patients.

Child Welfare

The earliest care of dependent children was the indenture system. The overseers were charged with the duty of finding homes for them and giving

them supervision. Foster parents were required to educate them to train them in some useful service. In cases of family desertion by the breadwinner, the overseers were authorized to seize the deserters' chattles and use them for the support of his family.

Family responsibility for the support of needy relatives was a part of the early code. Father, mother, and grandparents were responsible for children, and children of every poor, blind, lame and impotent person if of sufficient ability were required to relieve and support them, or be subject to forfeiture of five dollars per month.

In 1795, the legislative body enacted a law creating an Orphans' Court, under the Justices of the Court of General Sessions. They were given the power to order or commit the detention or guardianship of any orphans and minors. They could bind them as apprentices with due regard to religious persuasions. The desire of the minor was considered as far as he or she had discretion and capacity to express preference. In the matter of adoptions, the justices were to admit orphans and minors to make a choice.

The justices were given authority in probate matters with power to cause to come before them all persons intrusted with or accountable for estates of any orphan or minor and give an accounting. The justices could require persons to whom children had been apprenticed and foster parents with whom children had been placed to appear before them and report on the welfare of children intrusted to their care.

The first institutional care of children was the county poor asylum, which care continued until 1897, when it was forbidden by law. In the meantime, the Catholic Church established three institutions for children, St. Joseph's Asylum at South Bend in 1833, St. Ann Asylum for Girls at Vincennes in 1849, and St. Vincent for boys in 1851 at the same place.

The first private orphanage under lay control was the Indianapolis Widows' and Orphans' Home in Indianapolis in 1855. The Indiana Society of Friends opened White's Manual Labor Institute at Wabash in 1861. The first children received there were Indians. Following the Civil War, a number of private orphanages came into existence, caring for a limited number of children.

In 1867, the State established the Indiana Soldiers and Sailors' Children's Home at Knightstown, which provided care for dependent children of soldiers and sailors. The same year authority was granted by law for Marion County to contribute to the Indianapolis Widows' and Orphans' Home for the care of destitute children in that county. This policy was extended in 1875, when county commissioners were authorized to allow voluntary associations a per diem for the care of dependent children who would otherwise be a charge upon the county.

With the increase of the State's population, social problems increased. Provision for all dependent children needing care could not be met by private orphanages. Many children were still confined in the poor asylums. There was a growing sentiment against the practice, and a demand for more institutions for children. Accordingly, the legislature of 1881 authorized county commissioners to establish and maintain county orphanages or to provide a home for the use of voluntary associations organized for this purpose, and provide a per diem for the care of each child. Many counties established orphans' homes under this law. They soon became filled with children and since they were maintained by a meager per diem, few were placed in foster homes.

During this period, organizations in eastern states were placing many

children in the middle west. Many placements were made with little or no investigation of the homes in which children were placed and no after-supervision. Some of these became permanent dependents upon the communities in which they were placed. To meet this problem, Indiana Legislature of 1889 enacted the Importation Law governing the placing of children in the state. It requires outside agencies under bond to remove any child placed by them in Indiana who becomes dependent.

In the last decade of the nineteenth century, an improved program for the care and treatment of dependent children was begun. An act of the legislature in 1889 authorized the appointment of a Board of Children's Guardians in townships having a population of more than 75,000. (Applied to Center Township, Marion County, only). Four years later, the law was amended to extend to Allen, Vanderburgh, and Vigo Counties, and finally in 1901 to every county in the state. These boards were given broad powers in the care and control of dependent and neglected children. Under the operation of these boards, the program for child welfare took on a new meaning and standards for child care improved greatly.

The Board of State Charities, which was created by legislative act in 1889, was charged with the duty of investigating the whole system of public charities, gave early attention to the child welfare problem. They visited children's institutions, collected reports and information, and studied the laws relating to the care of dependent children. These facts were presented to the legislature of 1897 which resulted in the revision and codification of laws relating to child care and the creation of a children's division of the Board of State Charities. The Board was authorized to appoint state agents to inspect children's homes, to seek proper permanent homes for children in orphanages, to visit all children placed in family homes by agents of the Board and other placing agency, and to make reports to the Board and the County responsible for each child. Later laws enlarged and strengthened the program for child welfare to secure better care and protection of dependent and neglected children.

One of the outgrowths of the County Board of Children's Guardian work with child welfare was the Juvenile Court. It was recognized that juvenile cases required special attention and action for the protection of the child and actions of the Board. The Juvenile Court was authorized by a legislative act in 1903. It provided for special court for children's cases in counties having a population of 100,000. In other counties, the Judge of the Circuit Court became Judge of the Juvenile Court. (Except in Vanderburgh County, where the Probate Court was to act in that capacity.) It is of interest to note that an informal Juvenile Court existed in Indianapolis prior to the enactment of the law. The Honorable George W. Stubbs, Judge of the Police Court of that city, became concerned about children's cases coming into his court, along with those of adults, and for two years prior to the enactment of the Juvenile Court law, set aside one day each week for the consideration of cases involving children.

In the early days of child welfare service, it was a simple matter to place a child upon the support of the county or a voluntary agency. All a parent or guardian had to do was sign a formal release of custody. In many cases, parents shirked responsibility for the care and support of their offspring. In 1907, the Juvenile Court was made the sole authority for making children public wards and placing them upon public support, and in determining in a large measure what was the best policy in the care and treatment of children needing public support and guardianship.

The Children's Division of the Board of State Charities in carrying out the provisions of the Act of 1896 which had created it, discovered much laxness in placing children and their supervision afterward. They learned of trafficking in infants which led to many abuses. A report was made of this condition to the legislature which resulted in 1909 in the enactment of a licensing law requiring all persons, organizations and institutions caring or placing children in foster homes be licensed annually by the Board of State Charities.

The Ordinance of 1787, Article 3, stated, "Religion, morality and knowledge being necessary to good government and the happiness of mankind, schools and means of education shall forever be encouraged." For the support of public schools, there was set aside every sixteenth quarter section of land for educational purposes. One-room school buildings in time dotted the territory. Education, however, was on the basis of "take or leave." It was not until 1897 that compulsory school attendance was established. Children age 8 to 14 years were required to attend school twelve consecutive weeks each term. A State Truancy Commission was created with authority to appoint truant officers. In cases where parents were unable to provide proper clothing and school books, the overseers of the poor were required to supply them. Later laws (Acts 1913 and 1921) raised the standards requiring full term school attendance for all children aged seven to sixteen years. Attendance officers were given authority to supervise employment of teenage groups.

Pensions

Pensions as applied to groups of individuals needing public assistance became a matter of consideration by the state legislature of 1913, and several succeeding sessions. Bills were introduced providing pensions to mothers with dependent children, the aged, and the blind. There was considerable opposition to such legislation based on the belief that such laws would only add another source of relief and that existing relief systems could meet the needs of these groups if properly administered.

The law creating the Board of Children's Guardians provided that that Board was authorized to draw upon the county treasury for the maintenance of its wards either in an institution or outside, and was given authority to contract for outside care. While it was not generally recognized that such outside care might be in the own home with its mother, two county boards (Bartholomew and Delaware) so interpreted the law and were pioneers in what afterwards became a general practice. Amendments to the law remove all doubt of the legality of the practice which became general and continued until 1936, when the duties of the Board of Children's Guardians were transferred by law to County Department of Public Welfare.

Proposed legislation for pensions to the aged and blind was opposed on the theory that assistance was available through township relief. However, the legislature of 1933 enacted an old age pension law administered by the County Commissions. Two years later a legislative act granted pensions to the blind which were administered by the Board of Industrial Aid to the Blind. Aged assistance was shared by county and state and aid to the blind was paid by the state. These laws were repealed by the Welfare Act of 1936, and assistance became a responsibility of the Social Security program.

Money allowance for assistance was a practice in special cases in early territorial days, and the Acts of 1857 provided that county boards of

commissioners at their discretion could order the county treasurer to pay sums of money to any residents of the county who had lost his or her sight and who was an object of charity, or to the person who provided their care.

Public assistance to people in their own homes for many years remained entirely local in character, except for the participation in part by the state in old age assistance and aid to the blind in the pension systems adopted in 1933 and 1935. Other relief was the responsibility of the county and its townships and was supported from local property tax. Many fine provisions in laws relating to the care of unfortunate people were not made use of because of the expense that would be incurred.

In 1933, the Board of State Charities was placed in the executive department of the state government by the State Executive-Administrative Act. By general consent after there was reference to a state department of public welfare in the Acts of 1935, the Board of State Charities and Corrections was subsequently referred to as the State Department of Public Welfare even though its administrative organization remained unchanged. The Board of Charities and Corrections was abolished by the Welfare Act of 1936, but its function were continued under the new Department of Public Welfare.

The nation was suddenly plunged into an economic depression beginning in 1929 and continuing for a decade. The state and local units of government soon found themselves unable to meet the economic problem involved in meeting the needs of its citizens. The federal government participated in the relief problem by making loans to the states and later by grants for relief of the unemployed.

This participation of the Federal Government in the field of relief and unemployed had marked influence on the development of social programs resulting in a coordinate plan for national, state and local participation in the support and administration of a comprehensive system of welfare work.

While the first steps toward a national security program were taken in 1934, much thought and discussion had been given to the subject in the programs of both national and State Conferences on Social Work and kindred groups for a number of years prior to that time. Those engaged in social work and related fields were seeking a plan to insure economic security for a larger group of the population in order to combat the growing problems of relief and unemployment.

In 1934, the President appointed a committee on Economic Security. The studies of this committee and further studies by Congress resulted in the passage of the Social Security Act which was approved by the President in 1935. The purpose of the Act is to prevent and relieve the misfortunes incident to unemployment, distress in old age, blindness and death; to care for children left without proper parental care and support; to insure a better health program. There are several distinct but related programs: (1) Social insurance covering employment security, public employment services, unemployment insurance old age and survivors' insurance; (2) Public assistance to those in need to provide old age assistance, aid to needy blind, aid to dependent children. The Children's Bureau of the Department of Health, Education and Welfare is the federal agency responsible for cooperation with the state in programs for child health and welfare; the Office of Education for vocational rehabilitation; and the Public Health Service for public health work. With this national setup provision was made for state and county organizations to be created in

Indiana by legislative action in 1936 to conform to the requirements of the Federal law. This action was required in order to qualify for federal financial grants. The plan required that: it be in effect in all political divisions of the state; financial participation by the state; a single state agency to administer or supervise the plan; for granting an appeal where assistance is denied and a fair hearing before the State Board; that in determining to take into consideration any other income and resources of the individual requesting assistance, maintain safeguards which restrict the use or disclosure of information concerning applicants and recipients to purposes connected with administration of assistance; to provide certain age and citizenship requirements; a method of making reports to the Board; and a merit system for employees.

The duties of the State Department of Public Welfare are defined by law. It shall administer and supervise assistance rendered to aged, blind, dependent children, and otherwise handicapped persons; administer and supervise child welfare services; medical and other aid to crippled children; supervise services rendered to dependent children in institutions, foster homes, and those born out of wedlock.

It is required to provide services to county governments, including the organization of county departments of public welfare for the effective administration of public welfare functions and to encourage and carry on a research into crime delinquency, physical and mental disability and the causes of dependency. It prescribes prints and supplies necessary forms and blanks. It cooperates with the Federal Social Security Board and other federal and state agencies in performing services in conformity with the purposes of the laws relating to public welfare.

The State Welfare Act of 1936 created a county department in every county in the State administered by a county board of public welfare. This board, appointed by the Judge of the Circuit Court, except in counties having separate juvenile courts where such appointments are made by that judge. The county board consists of five members, two of whom must be women and one a township trustee. No more than three members shall be adherents of any one political party. The Board appoints assistants with approval of the Board. All employees are appointed from eligible lists established by the State Personnel Board.

Subject to the rules and regulations prescribed by the State Department of Public Welfare, the county department is charged with the administration of assistance to aged and aid to dependent children in their own homes; services and assistance to crippled children; medical services to persons otherwise handicapped; care and treatment of dependent; neglected children; children in danger of becoming delinquent; and such other services as shall be delegated to it by the State Department of Public Welfare, including services connected with assistance to the blind.

The Offender

In the articles of compact in the Ordinance of 1787 are the following statements of the rights and benefits of the inhabitants of said territory shall always be entitled to the benefits of the writ of habeas corpus, and of trial by Jury; of proportionate representation of the people in the legislature, and of judicial proceedings according to the course of the common law. All persons shall be bailable, unless, for capital offenses where the proof shall be evident, or the presumption great. All fines shall be moderate; and no cruel or unusual punishments shall be inflicted; no man shall

be deprived of his liberty or property but by the judgment of his peers or the law of the land ”

Article IX of the State Constitution of 1816 provides, “It shall be the duty of the General Assembly, as soon as circumstances shall permit, to form a penal code, founded upon the principles of reformation and not vindictive justice.”

The history of the treatment of the criminals in Indiana may be divided into three periods: first, that of vengeance upon the offender; second, that of punishment; third, opportunity for reformation.

In the earlier days in sparsely settled communities, facilities for communication and travel were limited. Men often took the law in their own hands and administered punishment to the offender without trial. Men were hanged for horse stealing. For minor offenses they were often severely beaten, or tarred and feathered and ridden on a rail. Offenders were often subjected to a pillory a nearby rail fence serving as a pillory. There are records of cruel and unusual punishments for minor offenses.

Early laws provided for the punishment of offenses and crimes. Murders, arson, bigamy, rape of child under fourteen years, and second offense for horse stealing were punishable by death. Lesser offenses were subjected to fines, lashes, stocks and pillories, and confinement in jails.

The first state prison was authorized in 1821 to be located at Jeffersonville, and was opened the following year. To it were committed all convicted criminals regardless of age or sex. This was the only state institution for convicted criminals until 1860, when a second prison was established at Michigan City.

In 1866, the representative body of the yearly meeting of Friends appointed a committee of six “to organize a system for the reformation of juvenile offenders and the improvements of prison discipline.” They visited institutions for criminals and made reports to the yearly meeting which were approved and later brought to the attention of the Governor of the State. They were a potent influence in bringing about reforms in penal affairs resulting in the establishment of the House of Refuge for Boys (Indiana Boys School) opened in 1868, and the Indiana Reformatory for Women and Girls in 1873. In 1907, the girls were removed to a new institution at Clermont and the Woman’s Prison became a dual institution for penal offenders and women misdemeanants.

A notable reform in the treatment of male offenders was launched by legislative act in 1897. That law provided for converting the State Prison at Jeffersonville to a reformatory for young men between the ages of 16 and 30, all men over that age and all life prisoners being transferred to the prison at Michigan City.

In the same year there was enacted laws providing for indeterminate sentences and parole and extending probation to certain male offenders. In more recent years there has been a tendency toward fixed sentences for the most serious crimes. In 1959, legislation was enacted for pre-investigation of those convicted of crime before sentence is passed, thus affording the court with information as to the wisdom of probation in each case.

The policy of confinement in county jails as punishment for crime was frequently questioned. As early as 1845, Governor James Whitcomb in his message to the legislature stated that practice was incompatible with reformation. Early in its existence the Board of State Charities after inspection of the jails of the State urged reforms. Over a period of several years, many new and remodeled jails improved together with improvements in

administration conditions were improved but the main problem of sentencing offenders to jails was unsolved. In 1903, a commission was appointed to study jail conditions. Its report in 1905 resulted in the establishment of the Correctional Department of the Woman's Prison for women misdemeanants, the county jail supervision law of 1909 and the law for the Indiana State Farm for male misdemeanants. Offenders with sentences of more than 30 days were committed to these two institutions.

During this time and in succeeding years much attention and effort was given to the prevention of delinquency and crime. It was observed that many youthful offenders committed to the Reformatory were illiterate and some were mentally retarded and some were psychopaths. A beginning was made in educational and psychological services. The latter developed slowly, due to the scarcity of trained personnel and the lack of funds.

The care and treatment of insane prisoners became an acute problem in the first decade of the present century. The number of insane increased in the State Prison and the only facility for their care was the cells of a portion of one of the cell blocks. They were confined without the special care they needed. Following a special investigation of the Board of State Charities recommendations were made for the establishment of a hospital for insane criminals. The legislature of 1909 enacted a law creating such an institution in connection with the State Prison. Its grounds joined the prison enclosure and under prison management with a psychiatrist in charge. Insane prisoners in the Prison and Reformatory were transferred to it. Defendants in criminal cause if found to be insane may be committed by the courts to it. When the Hospital for Insane was completed at Westville, this facility for insane prisoners was transferred there.

Administration and Supervision

The territorial law of 1790 provided in the State had one or more overseers of the poor appointed by the courts of general quarter sessions of the place. If they refused to serve they were fined and the money used for the care of the poor. They had no power to grant aid. That duty rested upon the justices of the peace, to whom the overseers reported cases of need and distress. In 1795, a law was passed which was the beginning of the present system of outdoor relief in Indiana. It provided for the appointment in each township of "two substantial inhabitants" giving them power to raise funds by taxation for relieving the poor and to establish workhouses and buy material for employment of such as were able to work. Four years later the overseers were authorized to farm out to the lowest bidder such persons as were a public charge. The expense incurred in the care of the poor was shifted from the townships to the county. With the increase in population and the increase in problems, the laws were amended and extended but the general system of dealing with them remained the same. In 1852, the township trustees became ex officio overseers of the poor. Thereafter little change in the system occurred until 1895. The township trustee had the duty of rendering assistance to poor in their own homes, known as outdoor relief. He gave assistance as he saw fit. His bills were filed with the county commissioners and as a rule paid from county funds without question. There was no record to indicate who was aided or why relief was given. There was much evidence of abuses and the cost of assistance appeared excessive.

A law enacted in 1895 required the overseers of the poor to file with the respective county boards of commissioners reports containing informa-

tion regarding every person or family aided, a duplicate copy of which was sent to the Board of State Charities from which statistics were compiled showing a true picture of the nature and extent of poor relief in each township in the state. In 1897, a law required the overseers to levy taxes against all property in their respective townships to meet the expenditure for assistance. This policy made the citizens conscious of the problem. Provision was made for relief of all poor persons in the township and if the poor fund was insufficient, funds were made to draw on the county general funds which were to be reimbursed by taxes on township property the following year. Amendments to the poor relief law in 1899 incorporated modern practices in meeting the needs of poor and distressed persons. Township trustees are elected and are usually inexperienced and untrained for the job, especially for the task of overseer of the poor. Where assistants are needed to administer the duties of the care of the poor, they are appointed on a political basis.

The first institutions created in the State were county jails and poor asylums. They were administered by the boards of county commissioners. The jails were the direct responsibility of the county sheriffs and the poor asylums by the superintendents appointed by the commissioners and responsible to them. The latter were political and appointments were made yearly. Later the term of office was extended to two years and finally to four years. In later years counties established hospitals (general and tuberculosis) and children's homes supported in whole or part by county funds. The first mentioned three are under the control of the county commissioners. The hospitals are administered by boards of trustees. The legislature of 1899 provided for the appointment by the circuit judge of six persons in each county to act as a board of county charities. The duties given these boards were, visit all county institutions receiving aid and public support. They were required to make reports to the county commissioners and the judge and furnish copies of their reports to the Board of State Charities which also made inspections and made reports of its findings and recommendations to the legislature.

The first state project in the field of public welfare was in 1821. In that year the legislature authorized the construction of a state prison at Jeffersonville. It was opened the next year. To it was committed all convicted criminals — men, women and minors. Their labor was farmed out to the highest bidder. The contractors had the responsibility of the support and care of the prisoners and in addition paid the state several thousand dollars annually. This system led to abuses and was discontinued in 1841, when a law was enacted authorizing the Governor to appoint a superintendent who was given complete care of prisoners. He was authorized to buy equipment for the employment of prisoners. The superintendent and staff were to be paid from the net profits and the state was to be guaranteed a profit of \$4,000 annually. A chaplain was employed by the Governor at a salary of \$240 per year.

In the decade of 1840 to 1850 the legislature authorized three state institutions, two educational institutions for blind and deaf children respectively and a hospital for the insane, each to be managed by a board of trustees who were elected annually by the House of Representatives.

With the increase of population came a demand for a second prison, which was established in 1860 and managed by a board of control. It, like the first prison, received all convicted criminals those from the northern half of the state.

These institutions operated as individual units. The boards of trustees were politically controlled. The chief inquiry into their management was a visit of a legislative committee when the assembly was in session.

Following the Civil War there was an awakening of public interest in the welfare of public charges in local and state institutions. Private citizens and voluntary groups became concerned. In 1866, the representative body of the Indiana Yearly Meeting of Friends (Quakers) appointed a committee of six "to organize a system for the reformation of juvenile offenders and the improvement of prison discipline." Their efforts were not confined to a study of prison problems but included a study of local institutions and child welfare problems. The committee made reports with recommendations to the Yearly Meeting and then to the Governor. Within a period of seven years this committee and others in sympathy with its views and recommendations, succeeded in so impressing public opinion that legislation was secured for the House of Refuge for delinquent boys (Boys' School) in 1868 and in 1873, the Indiana Reformatory for Women and Girls.

With the increase in population of the state came an increase in social problems. It became evident to those most interested in the welfare of people in distress and charges on public support there was a need for public supervision of the agencies responsible for the relief and care. There were evidences of mismanagement and scandal. In 1887, an investigation of the Central Hospital for insane which revealed fraud, corruption, abuse of patients and other irregularities. The following year both political parties included a plank in their platforms calling for nonpartisan management of the state's benevolences.

The legislature in 1889 passed a law creating the Board of State Charities and Corrections. The Governor was authorized to appoint six members, three from each of the two leading political parties. The duties of the Board were set forth "to investigate the whole system of public charities and correctional institutions of the state, examine into the condition and management thereof, especially prisons, jails, infirmaries, public hospitals and asylums." The Board was required to make annual reports of their findings and recommendations for use of the legislature.

Succeeding legislatures passed laws imposing additional duties on the Board. These included supervision of official outdoor relief of the township trustees; placing children in family homes, and supervising all such placements; licensing of maternity hospitals and all child-caring institutions, and the administration of a law relating to the deportation of non-resident insane, epileptic, feebleminded.

In 1899, a law was enacted creating Boards of County Charities of similar structure to that of the State Board. Its duties were to visit poor asylum, jail, orphans' home, and any other institution which received public support. The Board was required to report its findings to the county commissioners at least quarterly; to the circuit court, and to furnish a copy of these reports to the Board of State Charities.

The Board of State Charities in the early years of its existence, adopted a twenty-five year program of reform in public charities. At the beginning it was confronted in State charities with political domination, frequent scandals, lack of supervision and no uniformity of methods. In local charities enormous expenditures for official outdoor relief and deplorable conditions in many county institutions. Step by step over a period of fifteen years reforms were accomplished. In State Charities there was

developed uniform nonpartisan administration and the merit system for employees; improved business methods with uniform records and accounting, higher standards in care of inmates; and prison reform measures. Improvement in local charities included better administration of public relief; improvement in county institutions and their administration; greater activity in child welfare services; and local public interest aroused in welfare work.

The acts of 1936 creating the State Department of Public Welfare abolished the Board of State Charities. The laws not inconsistent to the new act were continued in effect and were to be administered by the Welfare Department. In recent legislation some of the duties and responsibilities of the State Department of Public Welfare have been transferred to other boards, commissions or departments of state government by the provisions of other laws. The operation or supervision of the state charitable, penal, correctional, benevolent institutions has been transferred. The powers pertaining to parole and parole supervision have been transferred to the department of correction. The inspection of local jails, and the operation of agencies dealing with the mentally or physically handicapped have been transferred.

SOCIAL WORK PERSONNEL

Volunteer and Professional Service

In territorial days and the early years of statehood volunteers, individuals and organized groups, rendered distinct services. Neighbors and churches met many of the needs of the emergency distress. Cases needing prolonged care were served by the overseers of the poor, who though public officials were in reality volunteers. They could refuse appointment by paying a nominal fine. If they accepted the appointment, they received no remuneration for their services. It was not until 1836, when relief laws were amended, that they received an allowance of one dollar per day when necessarily employed in the discharge of their duties. In 1850, the township trustees were vested the responsibility of caring for all poor in their townships where it remains at the present time.

For more than a half century of early Indiana history the churches were the most active forces in the field of social work. They organized committees to render aid to poor and distressed persons in their communities. They established and supported the first institutions for the care of dependent and neglected children, private homes for the aged and infirm and hospitals for care and treatment of the sick. It was the church group who made studies and surveys of social conditions and problems. They made reports of their findings and brought them to the attention of public officials and aroused public interest in reforms. It was through the efforts of these devoted men and women that brought about legislation for state supervision by a State Board. Their support of that Board resulted in many reforms and aided in securing legislation establishing new public agencies to meet the growing problems in social work.

With the growth of population in the latter years of the last century, the complexity of social problems and the increase in social agencies, it became apparent that voluntary services alone could not meet the social problems. Gradually the active case work services were given over to paid staffs under the direction and supervision of agency boards. In this period of transition, there were few, if any, who were trained or experienced. They were chosen largely on the basis of their education, character, aptitudes and desires to perform such service. Conferences on social work, national and state, were a great source of knowledge and training in social work. Alexander Johnson, the first secretary of the Indiana Board of State Charities, often remarked the National Conference on Social Work was his Alma Mater. Other leaders in the work testified to the great training value of conferences.

It was not until the turn of the century that urgent appeals were made by leaders in social work for college and university courses especially planned for the education and training for students desiring to enter social work as a profession. Indiana University in 1911 enlarged and organized its sociological department to meet this need. In 1936, these training courses became graduate courses exclusively. In 1944, this department was succeeded by the Indiana Division of Social Work, a graduate school located in Indianapolis.

The promotion of programs for special education and training for social work had a salutary effect on staff members. They had been interested in doing a good job in their respective fields of work. They came to a realization that they were in a profession requiring greater knowledge and special skills. The result was the organization of study courses and

inservice training programs in the social agencies, and the organization of professional groups.

The earliest effort in organizing a society for professional workers was made in Indianapolis in 1909. A number of executives of social agencies in that city met and organized a social workers club. Its objectives as stated in its constitution were "to act as a clearing house for ideas, mutual problems, better understanding of each other's work and the promotion of professional standards." Membership was open to agencies' staff members. Later volunteers were accepted as members. For many years it was the only club of its kind in the state. With the growth of social problems, the development of new agencies and staffs, and the advent of the Social Security program, the number of social workers increased in every community in the state. Clubs have been organized in the more populous centers and in some contiguous counties.

In 1921, the American Association of Social Workers (now National Association of Social Workers) was organized through the efforts of the National Conference on Social Work. Professional standards of education, training and experience were adopted. At first they were liberal enough to include many workers then actively engaged in social work at that time. Standards were raised from time to time and now require graduate work in recognized schools of social work.

The first chapter of the national organization in Indiana was formed in Indianapolis in 1923, after several preliminary meetings. There were thirteen charter members at the first regular meeting seventeen additional members were accepted. In more recent years district chapters in the northeast, northwest and southwest sections of the state were organized. Both social workers clubs and chapters of the national organization are vital forces in the promotion of high standards in social programs and services.

While the total number of persons employed in social work in the state is large, those eligible for membership in the national association is relatively small. This is due to two factors. Salary scales for social workers in many instances are quite inadequate to attract well qualified persons. This is especially true in local public welfare agencies. The other factor is the lack of sufficient number of graduates of schools of social work to meet the current demand. This problem is receiving considerable attention by the National Association of Social Workers and its chapters, the Conferences on Social Work and Social Workers Clubs in stimulating recruitment, inservice training programs, educational facilities for training courses, and higher professional standards.

INDIANA STATE CONFERENCE ON SOCIAL WORK

The General Assembly of Indiana, in the 1889 Session, enacted a law creating the Board of State Charities and Correction. The duties imposed upon it were "the investigation of the whole system of public charities and correctional institutions of the State and examine into conditions and management thereof." The Board was appointed and was organized in the Governor's office in April following the legislative session. It immediately selected Alexander Johnson as its secretary. It began at once to carry out its duties and responsibilities.

Near the close of its first year of operation, during which the Board and its secretary had visited many of the state and local institutions and agencies and had conferred with many officials and citizens who were interested and active in the problems of the care and treatment of the poor and the unfortunate people of the state, they were impressed with the magnitude of the problems and the need for arousing public interest and support in the development of a statewide program to correct abuses and mismanagement, and to bring about reforms.

Early in 1890 the State Board at its meeting passed a resolution calling the first State Conference. The purpose of this Conference was three-fold: 1. A stock taking of social welfare of communities; each social agency to report on the work it was doing, the results obtained, and the needs as they saw them; 2. To make known and to popularize all measures of social progress; 3. To promote acquaintance and friendship between persons engaged in welfare activities, to secure the cooperation of agencies, officials and citizens in the promotion of progressive programs for social welfare.

The first State Conference of Charities and Corrections was held in the Senate Chamber of the State Capitol in October, 1890. One hundred forty-five persons registered, representing thirty-five counties. They included delegates representing Orphans' Homes, Poor Asylums, State Institutions, Township Trustees, County Commissioners, Boards of Children's Guardians, Sheriffs and Associated Charities.

The two-day program consisted of a general discussion by the entire group on the care of the poor and dependent children. The discussion centered in the administration of poor relief, the County Asylum and the Orphans' Homes. The Indianapolis newspapers carried full reports of the proceedings.

No session of the Conference was held in 1891 since the National Conference of Charities and Correction met in Indianapolis that year. Many social workers and citizens attended this national meeting.

In the interim of the first State Conference and the second meeting in 1893, there was a conference held attended by county commissioners and township trustees at which time the problems of outdoor relief and poor asylum management were discussed.

The second State Conference was called by the Board of State Charities and was held in Indianapolis in January, 1893. At this meeting the topics discussed at the first meeting were a part of the program. In addition, the problems of the care and treatment of the mentally ill and the mental defectives were considered.

At this meeting the State Conference formed its own organization. It elected officers and appointed committees. It decided to hold annual sessions and to meet in different sections of the state. From that time on the Conference expanded its program and drew into its fold representation

from the various public and voluntary agencies in the state. From this beginning the Conference grew in membership and importance in the development of welfare programs for the state.

While the State Conference was the child of the Board of State Charities, three men are credited with setting the pattern of the early meetings of the Conference. They were Oscar C. McCulloch and Timothy Nicholson, members of the State Board, and Alexander Johnson its able secretary. Some knowledge of these men and the immediate successors of Mr. Johnson as secretary of the State Board, Ernest P. Bicknell and Amos W. Butler, will throw light on the early history of the Conference.

The Reverend Oscar C. McCulloch was the son of a merchant and started as a traveling salesman. He was eminently successful and showed remarkable ability in the field of public relations. Later he entered the ministry and was the successor to Henry Ward Beecher as pastor of the Plymouth Congregational Church in Indianapolis in 1877. His interest in community welfare led to the organization of the Indianapolis Charity Organization Society in 1879, the Children's Aid Society in 1881, and the Visiting Nurses Society in 1885. He was one of a group to propose a law for the organization of a Board of State Charities and Correction. He became a member of the first Board. He actively participated in the National Conference of Charities and Correction and in 1891 became its president.

Mr. McCulloch's conception of organization of social work were in advance of his time. His idea of a charity organization society was different from that of contemporary societies. It more closely resembled the present council of social agencies in that such a society was the center for community planning of philanthropic activities. His philosophy of social work and his activities in it were potent factors in the development of the early welfare programs in Indiana.

Timothy Nicholson, known as Master Quaker, was an outstanding citizen. He was known for his strong interest in philanthropic and civic affairs. He was a leader in every good movement in his community and the state. He was chairman of Friends Committee on Charities organized in 1867, which visited institutions without legal authority and brought to public attention many existing abuses and deplorable conditions. This committee recommended the establishment of a state board with legal authority to do what it had been doing on a voluntary basis. Timothy Nicholson became a member of the first Board of Charities and Correction. His sterling qualities of knowledge, wisdom, balanced judgment, insight, sympathy, absolute integrity of thought and leadership contributed much to the success of the State Board and the State Conference. He was president of the State Conference in 1896, and of the National Conference in 1902. His contribution to social work was of inestimable value.

Alexander Johnson, the first secretary of the Board of State Charities and Correction, was a native of England. He was the son of a prosperous merchant tailor. When he came to the United States, he made connections with a merchant tailoring company in Cincinnati, Ohio. It was there that he had his first contact with organized social work. He became a volunteer worker with the Associated Charities. After the flood of 1883, during which period he rendered unusual service, he became secretary of the Society. In 1886, he accepted the secretaryship of the Chicago Charity Organization Society.

Mr. Johnson attended his first National Conference in 1884. His connection with it continued throughout his active years. He became its pres-

ident in 1897 and thereafter served as secretary for many years. He had the highest regard for the value of the Conference, and often referred to it as his Alma Mater.

Mr. Johnson was a genial character, loved people, and made friends readily. He endeared himself to all. His personality and ability won the confidence of the public and of statesmen.

Under the leadership of these three men the State Conference made an auspicious beginning and gave impetus to its growth and importance.

The objectives of the Board of State Charities and the State Conference so ably presented by the founders and pioneers, were carried forward by succeeding secretaries, Ernest P. Bicknell and Amos W. Butler. Mr. Bicknell was a newspaper man when he succeeded Mr. Johnson. He had followed closely the activities of the State Board and the State Conference, and was familiar with its objectives. He, like his predecessor, became active in the National Conference and became its president in 1909.

In 1898, Mr. Bicknell assumed the duties of the Superintendent of the Chicago Bureau of Charities, and in 1908 he became the Executive Officer of the American Red Cross with a long successful career with that organization.

Amos W. Butler, the third secretary of the Board of State Charities, was a native Hoosier. From his early youth he was interested in the sciences. He was a student of anthropology and the natural sciences. He organized the Indiana Academy of Science, the Indiana Mental Hygiene Society, and the International Committee on Mental Hygiene. Like his predecessors, he took an active part in the National and State Conferences and served as president of both. He was an authority in penal affairs, serving as Vice-President of the International Prison Congress in 1925 and 1930. There was no phase of social work in which he did not take an active interest. As secretary of the State Board he pursued with vigor the programs of the Board of State Charities and State Conference begun by his predecessors and carried them to completion. His unusual ability for organization and in securing the support and cooperation of state and local social agencies and of public officials was a potent force in the social progress in the state.

For more than two decades prior to the creation of the Board of State Charities and the organization of the State Conference on Social Work, the Indiana yearly meeting of the Society of Friends was interested and active in the welfare of the poor, unfortunate, and delinquent citizens of the state. A voluntary committee of that Society made inspections of institutions and examined into the care and treatment of inmates. Annual reports to the yearly meeting set forth some of the abuses and deplorable conditions observed. In some instances it presented its findings to the Governor with effective results. The Society became strong supporters of the State Board and the State Conference following their organization. The first year's inspections and studies made by the State Board revealed many disturbing problems and unmet needs. Its first annual report called attention to the inadequate facilities for the care and treatment of the mentally ill. The admission of patients was frequently long delayed, and they were detained in local communities under adverse circumstances. Many patients were confined in county jails and poor asylums. In the latter institutions they were found in chains, or locked in cells or outbuildings and sadly neglected.

The poor asylums were often described as "catch-alls" for all classes

of the poor and unfortunate who received little more than minimum food and shelter.

Poor relief was administered by township trustees as overseers of the poor. There was no supervision or control and no information about the number aided or the amount of money spent. For many years the trustee was a law unto himself. He levied taxes and spent them with little check but that of public opinion which was not often aroused.

Public care of dependent children was under the Orphans' Home system. These institutions were usually owned by the county and variously operated. The support of children was on a per diem basis. They were presumably run on the placing out plan. Good homes were to be found for all placeable children, but the temptation to accumulate them in large numbers so as to make the business profitable was in many instances irresistible and the placing program was neglected. Admission of children was easy, often by release of parent without question. There was no official check or control of reception. Many counties had no Orphans' Home and children were placed in the county poor asylum. Meanwhile, many children were placed in Indiana by agencies in other states; some of whom later became public charges.

In this period the penal institutions consisted of county jails, two state prisons for men, a boys' school, and a woman's prison with a department for delinquent girls.

In its first report of the State Board, many of the jails were described as so unsanitary as to be a menace to life as well as to health, due often to neglect, and sometimes to faulty design or to bad construction. There was often poor administration and the inspector gave them the name "Common school of vice and recruitment stations for the army of professional criminals."

The state prisons were the football of politics. The prevailing conception was that a prison was a place of punishment for law violators and nothing more. Their only concern was the matter of security, maintenance at low cost, and profits from contract labor. Punishments were severe and often cruel. The idea of reformation and the restoration of the offender to society was foreign to those in charge. With few exceptions men were discharged worse physically, mentally and morally. Since men were committed to prisons under laws providing definite sentences, there was no control or supervision on completion of sentence.

Provision for the care of mental defectives was limited to one institution inadequate to meet the needs. No provision existed for the epileptic. Some of this group were committed to the school for feeble-minded. Many of both classes were found in poor asylums which were not equipped in buildings and management to care for them.

The early reports of the Board of State Charities characterized conditions in State Charities as politically dominated, frequent scandals, and lack of uniformity in methods. Of local Charities, it reported enormous expenditures for official general relief and deplorable conditions in many county institutions, a steady growth in the number of dependents, and Indiana as a dumping ground for other states' dependents.

While these conditions and problems presented in the first and other early reports of the State Board were a challenge to the Board to bring about reforms, they also became a challenge to the State Conference whose early programs indicate it accepted the challenge. It was in that body that

public opinion and programs for progress in social conditions were crystallized.

The chief concern of the State Conference at its earlier meetings was determined largely by the reports of the Committee of the Friends Society and of the Board of State Charities. These reports portrayed the unsatisfactory conditions, the needs for reform, and for the development of new programs in the field of state and local welfare. In the earlier years of the Conference, welfare services were predominantly in the public field. There were few voluntary agencies organized for over-all community welfare. In most communities churches had aid societies which endeavored to meet the needs of the unfortunate in their own church group and immediate neighborhood. The organization of the Conference at its second meeting provided for the appointment of six committees: Child-saving; Charity Organization; Reformatory Work, Prisons and Jails; Township Trustee Work; Intemperance in Relation to Crime; and Pauperism. These committees were to provide programs for group discussion. Similar committees, with variation in title and subject matter, continued for many years. In general, the committees considered matters relating to child welfare, assistance, and State charities. Other committees were created from time to time as special problems arose.

The fourth annual Conference extended an invitation to voluntary social agencies, relief organizations, and ladies' aid societies of churches to join the Conference. It thereby increased its membership and secured wider public interest in social problems and the support of welfare programs.

The Conference met annually in larger cities in various parts of the state. Local people took much interest in making plans for the meeting, and met some of the expense. The meetings began on Saturday night and continued through the following Tuesday. General sessions were held on Saturday night, Sunday afternoon and evening, and Monday night, and were addressed by outstanding speakers, some of whom were persons of national reputation in the field of social work. On Sunday morning representatives of the Conference spoke in many of the local churches on the relation of the church and social work.

The committees established by the Conference each conducted round-table programs on Monday and Tuesday mornings. These meetings were open forums for presentation and discussion of community problems and programs.

Monday afternoon was devoted to visiting local institutions and social agencies, and offered opportunity of learning how that community was meeting some of the social problems.

This pattern of meeting was followed for many years. As the Conference grew in numbers and interests, the programs were broadened in scope to meet new developments.

In the first decade of the State Conference the number of counties represented and registrants were limited. An average of one-third of the counties were represented and the registration of delegates averaged one hundred fifty-four. By 1900, the number of both public and voluntary agencies for social work had increased. New legislation made provision for a board of children's guardians and a board of county charities in every county. The larger centers of population organized voluntary agencies for social work. These new groups became interested in the State Conference and supported it. County representation and registrations grew and a ma-

jority of county and urban groups were regularly represented at the annual meetings.

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The influence of the Conference was greatly extended by the publication of its proceedings by the Board of State Charities in one of its quarterly bulletins, and was widely distributed to each person registered at the Conference, to public officials, public libraries, and colleges. Copies were available to any interested citizen. Colleges and libraries maintained complete files of these reports and made them available to students and others interested in social studies.

The State Conference was the conception of Alexander Johnson. He had been a member of the National Conference since 1884, at which time he became Secretary of the Cincinnati Associated Charities. It was his conviction from that experience that a State Conference would do for the State what the National Conference was doing on a national scale. So firm was this conviction of the value of conference, that he devised plans for a state meeting for social workers and presented them to leaders of the National Conference. They did not take kindly to his proposition. They thought such meetings might be of benefit to the state but that they would compete with and detract from the national meetings and so do more harm than good. Mr. Johnson was of the opposite opinion. He was convinced that state meetings would make people conference-conscious and membership in the National Conference would increase most from States holding local conferences. His conviction proved to be true. As the Indiana Conference grew in membership and influence, representation from Indiana in the National Conference increased.

This interest in national meetings had marked effect on social work in Indiana and the State Conference. Persons attending the national meetings brought back to their organizations and related group reports of meetings, the thinking of national leaders, new developments in various social fields, common problems and how they were being met, and the trends in social work. These same persons as members of the State Conference and its various committees were able to contribute much to the programs of state meetings.

From the beginning the State Conference imported as speakers recognized leaders in fields of social work in other states and in the National Conference. These men and women contributed much to Indiana and gave impetus to our social work and reforms with which the State Conference was concerned.

Other states followed Indiana's example in the organization of State Conferences. The National Conference soon recognized their importance, and used them in the promotion of national social issues. Its Executive Committee approved of its Secretary keeping in close touch with the State Conferences, which were recognized as a helpful entity in the development of national social work policies. For a period of time the Secretaries of State Conferences formed a section of the national group with a program of their own.

The National Conference was supported by the State Conference and its constituent groups. The Board of State Charities called attention to its annual meetings in the Board's quarterly reports. For a number of years that Board purchased several volumes of the proceedings of the annual meetings of the National Conference. These were distributed to the libraries of universities and colleges, and of the larger cities of the state. A similar distribution was made of quarterly bulletins and annual reports

issued by the Board. This was done in an effort to increase interest in social work and in State and National Conferences and to afford reference material to students and others interested in social studies.

The concerns of the State Conference during the first decade or more were influenced by the studies and reports made by groups of citizens on a voluntary basis and those made by the Board of State Charities. These became the bases of programs of the Conference. The first concerns had to do with administration of local welfare activities, relief as administered by township trustees, the care and treatment of dependent and neglected children, and the administration of county institutions. On a state level, consideration was given to the reform of the penal system, the care and treatment of the mentally ill and the mental defective, and the non-political administration of state institutions. The State Conference became the sounding board for social reform. The meetings of the Conference in various sections of the state reached a greater number of people. The community in planning for these meetings, aroused much public interest. The local newspapers gave much publicity to the plans for such meetings. Delegates to meetings carried back to their communities the gospel of social work. They were inspired to make studies of local conditions and reported their findings to following meetings of the Conference. Many of them made themselves available for appearances before legislative committees to lend support to pending bills for social reform and better standards in social work is reflected in the legislation secured. In the first decade many laws affecting public relief, child welfare, supervision of county institutions, prison reform and non-political management in state institutions were enacted. From 1891 to 1901, inclusive, more than 70 laws for improvement of social standards were enacted. Many of these laws were only first steps toward the ultimate goal to be attained.

The laws relating to the administration of poor relief were outstanding. They incorporated the principles practiced by charity organization societies. They have continued to the present time. The only major change since that time has been a provision for investigators in populous townships. In the child welfare field, provision was made for boards of children's guardians in every county and state and supervision of children placed in foster homes. Compulsory education and child labor laws were enacted. Supervision of county institutions was vested in county boards of Charities which made inspections of institutions and made reports of their findings to judges and county commissioners. In penal affairs a great advance was made in 1897 when legislation created the Indiana Reformatory and provided for indeterminate sentences and parole. Many other laws enacted corrected evils or improved standards in this administration of state and local institutions and agencies.

While the Conference continued its discussion of and efforts to improve standards discussed in its early programs, it included new subject matter from time to time. These included among others general health topics, mental health, child labor, juvenile courts, probation and parole, recreation, personnel standards, voluntary agencies, crippled children, housing and other topics of general social interest. The ever widening programs of the Conference attracted an increasing interest in its activities and the membership grew from a small group of delegates from relatively few counties to several hundred from a large majority of counties. This is reflected in the more rapid development of social programs in the period following its pioneering years.

Persons engaged in the administration of services for aid to and care for the needy and unfortunate citizens in the early years of the program included many elected officials, political appointees and representatives of voluntary agencies. Public service in all fields was dominated by the spoils system. Its slogan was "to the victors belong the spoils" and rested on the assumption that any American citizen is competent to fill any position either elective or appointive.

The administration of early public welfare programs was delegated to persons without training or experience in social work or for the duties to be assumed. Public relief was administered on a local level by elected officials whose term of office was limited by law and there were frequent changes in personnel and policies. State institutions and agencies were administered by political appointees and subject to the whims of politics.

This situation was of great concern to the State Conference. It pointed out the need for reform and in 1895 the General Assembly took the first step to remedy the evil by an act which provided for a merit system in the following language: "The Board (of control) shall in the employment of superintendents and confirmation of assistances and other employees take into consideration only the qualifications and fitness of the persons selected or employed to fill any such places on account of his political belief or affiliations; and no superintendents, assistant or employee shall be dismissed from service on account of his political belief, faith or affiliations in the employment or dismissal of such superintendent, assistant or employee. The qualifications, character, merit and fitness shall be the only matters to be considered by such Board in the selection and retention of such Board in the selection and retention of such employees." (Chapter 140, Acts 1895.)

While this Act did not establish a complete merit system, the policy it enunciated prevailed in State institutions with wholesome effect. The State Conference profited in that Board members and superintendents took an active interest in the Conference and some became leaders in the development and promotion of programs for improved services in health, education and welfare.

Another concern of the Conference was the need for trained personnel. The facilities for education and training for social services was limited or nonexistent. Universities and colleges had little to offer in their courses in that field. The National and State Conferences offered the first opportunity for many practitioners in the social service field to meet together for the exchange of experiences and ideas. Thus the Conferences were the only means offering refresher courses in social work.

At the meeting of the National Conference on Social Work in 1897, Mary Richmond made the proposal that preparation of personnel for social work should be undertaken as an educational function. This proposal, like many others made by the National Conference groups, became the thinking and objective of the State Conference which gave its support to the proposal.

Indiana University early gave its support to some form of training for social work. According to early catalogues, the first Sociology course was given at the University in 1831, and courses presumably have been given intermittently ever since that time. In 1889, Economics and Sociology were formed into a separate department with Dr. U. G. Weatherly as Chairman. During his administration the courses were broadened and in 1911 Indiana University was the first state university to embark on a

program of education of students for social work. The courses were designed for students working for their bachelor's degree. In 1936, the training course became an entirely graduate course in accord with the trend among other members of the American Association of Schools of Social Work.

Dr. Weatherly early identified himself with the State Conference, and continued his interest and activities for many years. He was president of the Conference in 1911.

Other colleges in the state organized courses in Sociology and a number of the teaching staff identified themselves with the State Conference and made definite contributions to welfare work. It was in that period that impetus was given to need for preparation for social service.

From its inception, the Conference was an open forum for the discussion of social problems affecting the welfare of the state and its political units of government. The appeal was made to all agencies, public and voluntary, and to citizens interested, and many responded. Social workers, professional and business men and women, public officials and others sat in round-table discussions of problems and programs. The laymen had much to contribute and were effective supporters of reform movements.

Through the years, the Conference programs broadened to include the most pertinent phases of existent welfare services in the state, and attracted representation from social agencies and institutions, universities and colleges, city schools, courts and industry. Representatives of these groups served as presidents of the Conferences and others on various committees. They were a potent force in arousing public interest in and support of movements and legislation for more effective programs for the care and treatment of the needy and distressed citizens.

By the beginning of the present century, public sentiment had been sufficiently aroused to secure legislation creating a number of public agencies to deal with social problems. The administration of these agencies required employment of staffs who became interested in the State Conference and became members. The membership of the Conference was further increased during the 1930's, when federal, state, and local agencies were created to administer assistance during the early years of the depression. The organization and administration of the welfare departments created by the Acts of 1936 added another group of social workers to the Conference.

In selection of staffs for public agencies, it was impossible to secure adequately trained persons for all positions for they were not available. The State Conference conceived a plan of offering study courses for the groups in connection with the annual meeting of the Conference. The courses were well planned and conducted by leaders in the various fields of social work. They have done much to stimulate social workers to attain greater knowledge in social work, a keener insight into good practices, and have been an incentive to pursue studies of social problems in connection with their daily work. The study courses have taken the place of the round-table discussion of the past.

The Conference has in recent years become a convention of professional social workers, the major group of which is engaged in the field of public assistance. Groups interested in allied fields have grown in numbers and are holding conferences for discussion of their particular problems. Many of these groups are affiliated with the State Conference and engage in round-table discussions of their own.

